S. HRG. 101-188

NOMINATION OF THOMAS D. LARSON

HEARING

BEFORE THE

COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

ON THE NOMINATION OF THOMAS D. LARSON TO BE ADMINISTRATOR, FEDERAL HIGHWAY ADMINISTRATION

JULY 17, 1989

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CONTENTS

OPENING STATEMENTS

	Page
Burdick, Hon. Quentin N., U.S. Senator from the State of North Dakota	6
Chafee, Hon. John H., U.S. Senator from the State of Rhode Island	4
Moynihan, Hon. Daniel Patrick, U.S. Senator from the State of New York	7
Simpson, Hon. Alan K., U.S. Senator from the State of Wyoming	20
Symms, Hon. Steve, U.S. Senator from the State of Idaho	3
Warner, Hon. John W., U.S. Senator from the Commonwealth of Virginia	21

WITNESSES

Clinger, Hon. William F. Jr., a Representative in Congress from the Commonwealth of Pennsylvania	2
Larson, Thomas D., nominated to be Administrator, Federal Highway Administration	6
Letter to Senator Chafee	12
Responses to:	
Additional questions from:	
Senator Burdick	24
Senator Moynihan	31
Senator Reid	39
Senator Lieberman	41
Committee questionnaire	47
Specter, Hon. Arlen, U.S. Senator from the Commonwealth of Pennsylvania	1

NOMINATION OF THOMAS D. LARSON

MONDAY, JULY 17, 1989

U.S. SENATE,
COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS,
Washington, DC.

The committee met, pursuant to notice, at 2:05 p.m., in room 406, Dirksen Senate Office Building, Hon. Quentin N. Burdick (chairman of the committee) presiding.

Present: Senators Burdick, Moynihan, Breaux, Chafee, Simpson, Symms, and Warner.

Senator CHAFEE [acting Chair]. Good afternoon, ladies and gentlemen. The purpose of this hearing is to receive testimony regarding the appointment of Thomas D. Larson as Administrator of the Federal Highway Administration. Our chairman is not here but will be along shortly, and he has asked that I start. First of all we want to welcome Mr. Larson.

I know that Senator Specter is short of time, and what I suggest, if it is all right with you, Senator Symms, is that we forego any opening statements and let Senator Specter introduce Mr. Larson. Then we can excuse him.

Senator SYMMS. That would be fine with me, Mr. Chairman.

Senator CHAFEE. All right, Senator Specter, if you would please proceed.

STATEMENT OF HON. ARLEN SPECTER, U.S. SENATOR FROM THE COMMONWEALTH OF PENNSYLVANIA

Senator SPECTER. Thank you very much, Mr. Chairman. I appreciate the committee convening at this point. I am involved in the impeachment proceedings of Judge Hastings, but I wanted to break away briefly to participate in this proceeding because of my very, very high regard for Tom Larson.

I believe that the Federal Government is very fortunate to obtain his services for this important position. I say that with detailed knowledge of his extraordinary work as Secretary of Transportation for the Commonwealth of Pennsylvania.

Tom Larson undertook that job in 1979 with the new administration of then Governor Thornburgh at a time when the Pennsylvania Department of Transportation was not in high regard, to say it mildly and diplomatically. At the time of his departure, the Department of Transportation was in very high regard.

That department in Pennsylvania, not unlike some other States with the possible exception of say Rhode Island and Idaho was very much beset with patronage problems. Dick Thornburgh and Tom Larson turned that around with the number decreasing substan-

tially during the course of that administration while the quality of the administration of the Department of Highways went up.

When I saw the opportunity to have Tom Larson take on this Federal job, I thought it was very good news indeed for the Secretary of Transportation, Sam Skinner, and President, George Bush.

Tom Larson's career has been filled with achievement from beginning to this moment—not beginning to end, but beginning to now. He was president of his class for three years; graduated with honors in high school; graduated with honors in civil engineering from Penn State in 1952; was in the U.S. Naval Civil Engineer Corps, Officer Candidate School, where he again graduated with distinction. He then achieved advanced degrees, with a Doctorate in Civil Engineering; was a member of the faculty of Penn State from 1957 to 1979; he has chaired leading committees on the national scene and has done really extraordinary work.

I would say more, but I had better return to my other hearings and leave something for my colleague, Congressman Bill Clinger to talk about. This is a red letter appointee, and I am delighted to very strongly recommend him to this committee for the confirmation process.

Senator CHAFEE. Thank you very much, Senator.

Do you have any questions, Senator Symms?

Senator SYMMS. No.

Thank you very much, Senator.

Senator CHAFEE. Thank you again, Senator Specter. We appreciate your coming.

Congressman Bill Clinger?

STATEMENT OF HON. WILLIAM F. CLINGER, JR., A REPRESENTATIVE IN CONGRESS FROM THE COMMONWEALTH OF PENNSYLVANIA

Mr. CLINGER. Thank you very much, Mr. Chairman, for giving me the opportunity to join in introducing you to a gentleman that I have said is, in my view, one of the top two or three appointments that President Bush has made in his Administration thus far. I say this not just because he happens to be my constituent, although I suppose that would give me a slight bias, but because he has a proven record of service over many, many years.

I am convinced that once you have had the opportunity to talk with him as we have, during this confirmation hearing, you are going to agree with Senator Specter and myself that there is absolutely no one who could be more uniquely qualified than he to fill the position of Federal Highway Administrator at this particular moment.

This is a singularly important moment in our long history of transportation development. We have basically completed the construction of the Interstate Highway System which has been the primary if not the exclusive focus of attention for the past 25 years or so. For the first time then in a quarter of a century, we have an opportunity to chart new directions in surface transportation.

The challenge is enormous: to fashion a transportation network which will enable the United States to remain competitive in an increasingly global market place. We really need an uncommon

person in the job of Federal Highway Administrator, someone with a first-rate technical background, but also someone with a creative mind and the breadth of vision to chart our course in highway development into the next century.

I submit, Mr. Chairman, that Tom Larson is that man. Senator Specter alluded to the one example that I wanted to cite. As you all know, he was the Secretary of Transportation of Pennsylvania for eight years under Governor Thornburgh. What is not generally known is the extraordinary record of achievement in that post.

Just to quote two news items from the "Engineering News Record," the first on January 25, 1979 when he was going into the position as the Secretary of Transportation. That news item said in part, "Larson takes the helm of a discredited department helplessly adrift in a sea of public derision and legislative scorn." I would say that understated the situation at that time.

Senator CHAFEE. That was when he came, not when he finished.

Mr. CLINGER. That's right. I want to get to the second quote now, Mr. Chairman, if I may. In 1982 this same organization recognized Larson as their Man of the Year in ceremonies at the Park Plaza Hotel in New York. In a cover feature at that time they said among other things, "Pennsylvania DOT has in three short years been made into one of the best managed public works agencies in the country." I think that is a remarkable record—in a very brief period of time, to turn around an organization that had been so thoroughly discredited. He has been selected as the outstanding highway administrator in the country in the past.

Mr. Chairman and Members of the Committee, Tom Larson will serve President Bush, this Congress, and the Nation extraordinarily well as Federal Highway Administrator. His beloved Penn State University tc which he has contributed so much as a student, professor, and administrator will certainly miss him, but Penn State and I are proud that this uncommon man is now able to put his extraordinary talents to work for the Federal Government.

I thank you for giving me this opportunity to appear and speak in his behalf.

Senator CHAFEE. Congressman, thank you very much for coming.

Senator BURDICK [assuming Chair]. The Senator from Idaho.

OPENING STATEMENT OF HON. STEVE SYMMS, U.S. SENATOR FROM THE STATE OF IDAHO

Senator SYMMS. Thank you very much, Mr. Chairman. I do have a statement, but I do not want to crowd out Senator Chafee.

Senator CHAFEE. You go ahead.

Senator SYMMS. I want to welcome you here this morning, Tom, to renew what I consider to be a good friendship that we have had. I have a high degree of respect for you professionally and I am pleased that President Bush has selected you for this job.

As you know, this committee has jurisdiction over the Federal Aid Highway Program, and during the time that I have been on the committee, both as Chairman and as Ranking Member of the subcommittee, we have heard a lot about our national highway system and have had a lot of opportunity to visit it first-hand.

America's highways consist of nearly four million miles of blacktop, concrete, gravel and dirt, and more than a half- million bridges all crisscrossing this country to link our cities and towns with what I consider to be the most modern transportation system in the world. The Interstate Program which was launched in the fifties to provide a constant arterial network and facilitate transportation of defense personnel and materials has become the most heavily used transportation system in the world.

Most of us take this for granted without giving much thought as to how it was built or how it is maintained. Unless we happen to hit a pothole or are inconvenienced by a detour or delay, we rarely consider what roads and bridges mean to our lives.

I believe this country has the best highway system in the world and that we are the most mobile people in the world. That is a credit to the Federal, State, and local government partnership that has provided the leadership to make this system possible, to the private sector which built the system, and to our citizens who paid the highway user taxes to pay for the system.

Having said that, I believe we have come to a point—and this is why I think your job will be so challenging and exciting for you—that is, we have come to a point where we have to make some critical decisions for the future of the system and whether we are going to maintain the mobility we have had in the past decade.

The Interstate System is scheduled to be fully linked together by the early nineties. However, the age of it and the cost to keep it renewed—the older sections—on a continuing basis in the future, show that it will be a big job. Travel forecasts show that car and truck travel will increase by an average of two to three percent per year.

Just to maintain that highway system—some figures that I have seen show that it may take a capital investment of $35 billion to $40 billion per year to maintain the current system. That is not to improve it, but just to maintain it.

Americans have always been free to live, work, and travel where they wish. Business has been free to ship its goods. Our reliance on dependable, safe highways and public transportation has made the United States that most mobile nation on earth. We can not afford to let this infrastructure decay.

Mr. Larson, I have met with you in private, and I think you bring the right experience to this job, but I think it is a big job. You will have my support to see you continue on the pattern of your predecessors. I think they have both been very successful, and I will look forward to working with you. I comment President Bush for the appointment.

Thank you, Mr. Chairman.

Senator BURDICK. Senator Chafee.

OPENING STATEMENT OF HON. JOHN H. CHAFEE, U.S. SENATOR FROM THE STATE OF RHODE ISLAND

Senator CHAFEE. Thank you, Mr. Chairman. I want to join in welcoming Dr. Larson. I had the pleasure of meeting with him in my office recently.

I have a statement I will submit for the record, but I just want to make a couple of points.

It seems to me that the highway system is looked on all too often in isolation. I noticed that in Pennsylvania, Dr. Larson, you not only had the highway system but the railroads, the airports, and whatever boat transportation. You were Secretary of Transportation, not just highways. I hope that in our system here in the country we can take account of the whole transportation system, even though you will be Administrator of Highways.

Second, you and I discussed and I want to stress again the fact that highways have to be looked at in the context of the surrounding areas, namely the environmental impact those highways are going to make, the effect they are going to have on our wetlands, historic resources, clean air and clean water.

Finally, one of biggest challenges in our highway system is to make highways safe. Currently, there are about 43,000 people per year who are being killed on highways in the United States. I suspect that probably per mile the Interstate is three times as safe as any other highway. I do not know the statistics, but I suspect that it is. As I mentioned at our meeting, I hope we could have your support for those highway safety measures such as helmets for motorcyclists and seat belts for motorists.

With that I want to say how pleased I am that President Bush has selected you. I think you will do an excellent job.

Thank you, Mr. Chairman.

[Senator Chafee's statement follows:]

OPENING STATEMENT OF HON. JOHN H. CHAFEE, U.S. SENATOR FROM THE STATE OF RHODE ISLAND

Mr. Chairman, I want to join you in welcoming Dr. Larson to the Committee this afternoon.

Dr. Larson, you come to the job of Federal Highway Administrator with impressive credentials. Both your educational background and your past experience are extensive in the field of transportation. You not only have technical expertise but also proven management abilities.

Now, I hope you will focus your considerable abilities towards shaping a Federal-aid highway program for a new era. The highway engineers have done a good job of building the physical structures that make up our country's impressive highway system, and that make us a very mobile society. The highway system's importance to national defense and interstate commerce is well recognized.

There are several areas, where in my opinion, we haven't done quite as well. First, the highway system is too often seen as an isolated system. It is not an isolated system, but part of a very complex transportation sytem which includes trains, planes, buses, boats, bicylces etc. For highway facilities to be used efficiently, their management must be coordinated with other transportation facilities.

Secondly, the highway system is not just part of a complex transportation system, but it is also part of a complex environment and society. Decisions made about highway facilities have dramatic effects on the environment and on our society. Highways are not built in a vacuum. Our resources are diminishing, and, therefore, decisions about highways must be considered in the context of their effect on clean air, clean water, wetlands, and cultural and historic resources, for example.

Finally, our highway system is not as safe as it should be. I hope you are as concerned as I am that nearly 50,000 people die on our highways every year, and millions more are seriously injured. We have proven and inexpensive methods for greatly reducing these deaths and injuries—safety belts and motorcycle helmets. Requiring the use of safety belts and motorcycle helmets will save the taxpayers and the government a substantial amount of money. I hope you will agree with me that we have a responsibility at the Federal level to make our roads safer.

I know you are up to the challenge of bringing a bold new vision to the Federal Highway Administration, and I look forward to working with you.

OPENING STATEMENT OF HON. QUENTIN N. BURDICK, U.S. SENATOR FROM THE STATE OF NORTH DAKOTA

Senator BURDICK. Dr. Larson, you have established an impressive reputation in the transportation field. The committee is very interested in your testimony and in discussing the future of transportation.

The next Administrator of the Federal Highway Administration will have the responsibility for the agency at a crucial junction in its history. As you have said, "Now is the time for a bold new vision for a new century of transportation progress."

As a former Secretary of the Pennsylvania Department of Transportation, you were called upon to balance many of the same cost-cutting and contentious issues presently faced by the U.S. Department of Transportation. As a researcher and professor, you have long been active in developing innovative solutions to transportation problems.

Those experiences have prepared you well for your new double role as FHWA Administrator and as the Secretary's designated representative to develop a national transportation policy. I am hopeful that as we begin to focus on new transportation legislation, that Congress and the Administration can work together to shape a truly effective national transportation policy.

It is a pleasure to welcome you, Dr. Larson. I look forward to hearing your testimony.

I would like to mention that Senator Lieberman is not able to be present for today's hearing. He regrets that he cannot be here as he is involved with the Hastings' impeachment proceedings. Senator Lieberman has some questions and has asked me to forward them to you, Dr. Larson, for your response. (See p. 41.]

Dr. Larson, the floor is yours.

STATEMENT OF THOMAS D. LARSON, NOMINATED TO BE ADMINISTRATOR, FEDERAL HIGHWAY ADMINISTRATION

Mr. LARSON. Thank you, Mr. Chairman and Members of the Committee. I am honored to appear before you as President Bush's nominee as Federal Highway Administrator. I would like to pause at this point to offer my very sincere appreciation to my Congressman, Bill Clinger, and to Senator Specter for taking time to be with me on this important occasion in my life. I also wish to express my sincere appreciation to Secretary Sam Skinner for his confidence, support, and recommendation.

I have a brief statement concerning my role as Federal Highway Administrator, should I be confirmed to that position, and then I would be pleased to answer any questions from the committee.

My background is largely in transportation related areas, a number of years as a professor of civil engineering, research and transportation planning here and in several foreign countries, work with a highway contractor, and then most recently, eight years as Secretary of Transportation for the Pennsylvania Transportation Department.

Because of my many transportation careers, it may have seemed to some that I have had trouble holding a job. Since that may be

so, it is certainly a signal honor to be here before this committee seeking your support for the Nation's highest post in highway administration. All the changes appear to have been worthwhile.

My enthusiasm for service with the Federal Highway Administration follows in part from my background, for as just noted, this would provide a capstone to any transportation career. But even more, my enthusiasm springs from the opportunity to work with this committee and others in government and the private sector towards major highway legislation for 1992 and beyond.

Secretary Skinner has committed to a careful strategic planning exercise to help chart the path toward reauthorization. Participation in that planning activity and the reauthorization legislation is my highest priority.

Other opportunities are also important. Especially, we must assure that the Federal Highway Administration, one of the finest agencies in the Federal Government, continues its tradition of innovation as we move on to new courses to be set in 1991.

New technology will be an ever accelerating force for change in transportation. I believe the Federal Highway Administration must be in the vanguard of highway technology worldwide. This has been our tradition—this must be our future.

In an increasingly competitive global environment, the Federal Highway Administration can play a role in facilitating the use of U.S. know-how, equipment, and technology to the advantage of our U.S. businesses and our highway systems. I believe this will be an increasingly important opportunity.

While all else is going on, the Federal Highway Administration has the great responsibility of ensuring that billions of dollars in taxpayers' money are spent in accordance with the guidance provided by the Congress to the benefit of the entire U.S. population, using the best and most effective management practices. I am personally committed to achieving this objective.

In closing, I would note my awareness of the difficulties attending this position, this highway enterprise—growing congestion in urban areas, diminished connectivity in rural areas, extensive bridge needs, unacceptable death and injury on our highways, threats to the environment, scarce resources, and much more. Given such demanding intractable issues, it becomes increasingly important to remember that mobility remains a central empowering feature to our society and our economy.

I look forward to your guidance in dealing with the tough issues and in providing for that mobility near the close of the twentieth century and planning for it into the twenty-first century. Thank you for your time and consideration.

I would be pleased to answer questions, Mr. Chairman.

Senator BURDICK. Senator Moynihan?

OPENING STATEMENT OF HON. DANIEL PATRICK MOYNIHAN, U.S. SENATOR FROM THE STATE OF NEW YORK

Senator MOYNIHAN. Mr. Chairman, I want to welcome Dr. Larson. It is a very promising moment that he arrives as the Highway Administrator.

He is a man who has had great hands on experience, but he is also a student of the subject and I think he probably appreciates as well as anybody we could ever hope to have that you have an organization without a mission right now.

The legislation we passed in the last Congress, the Surface Transportation Act, brought an end to the Interstate Highway System, which is the largest public works program in the history of the world. It's over, or if it is not over, then we are in worse trouble than we know because we just cannot go on adding lane capacity with hopes of any serious increase in mobility.

I think I mentioned when you called that the Florida Highway Commission has estimated that by the year 2020, it will take 44 lanes of Interstate Highway to move the traffic from Miami to Fort Lauderdale. When this came out, Russell Baker in the Times had one of his columns with that World War II headline that said, "One of our States is Missing."

I hope to make you aware of this committee's interest in the question of magnetic levitation. In the Declaration of Paris yesterday, there was a very strong statement by the President and his colleagues in the Summit about the need for energy conservation. Would you agree with me that there is no present prospect of a new—not just an improved—but a new transportation system which would be as efficient with respect to energy as magnetic levitation?

I would just offer you the thought that we now import half our oil. In about 20 years time, we will be importing about two-thirds. The internal combustion engine is not going to get us where we need to go in the centuries ahead.

Senator Chafee has been very interested in the whole question of global warming and such. You just cannot put that many more automobiles on those roads. They are not moving very fast now and it will get even worse.

You saw what they have proposed to do in the Los Angeles Basin. So I would hope you might be interested and that we might get the Highway Administration interested in a new mode of transportation. There is nothing more manifest than when a brain-dead bureaucracy just goes on doing what it used to do very well when it started.

I know you are not going to have a brain-dead bureaucracy. I hope you are going to be interested in some new technologies, not simply continuing the old ones.

[No response.]

Senator MOYNIHAN. The answer is, yes.

Mr. LARSON. Yes.

Senator MOYNIHAN. I would just say, Mr. Chairman, that it is interesting that in the five years that we have been pressing this whole magnetic levitation issue, we have never had the slightest suggestion that the Department of Transportation was interested, which suggests that the Department of Transportation has gone brain-dead on us.

Mr. Larson, you do not have to say anything about that.

Senator BURDICK. Senator Breaux, would you care to make a statement?

Senator BREAUX. No, I will just ask questions.

Senator BURDICK. Dr. Larson, you have experience in addressing rural transportation needs at the Federal level. How significant are those needs and how do you intend to develop a national rural transportation policy?

Mr. LARSON. The question of rural versus urban, I think, is one that has to be looked at very carefully because there is a need in this country to address all the legitimate transportation needs independent of the rural versus urban setting. Mr. Skinner has set us on a path of studying in a strategic fashion the transportation needs for all of the country, and I am confident that we will come out with a balanced approach that does in fact recognize the needs of all our citizens.

Senator BURDICK. The traffic congestion we face in the Washington area is very different than the transportation problems faced by Americans out in the wide open spaces. How can we make sure that cities and sparsely populated areas have the transportation services they need?

Mr. LARSON. Going back to my last comment, Mr. Chairman, I would say that there are legitimate mobility needs for all of our citizens. There are different characteristics, certainly, in places where there is congestion and dense population, such as in this area as opposed to North Dakota for example, but mobility is a fundamental requirement of all of our citizens and we are simply going to have to be creative in finding ways to ensure that is provided.

Senator BURDICK. You were able to win support for five revenue increases in five years while at the Pennsylvania Department of Transportation. How were decision makers persuaded to support higher taxes for the State's transportation needs?

Mr. LARSON. Mr. Chairman, I would be presumptuous to speak for all 253 legislators in Pennsylvania, but my sense was that they, first of all, were aware of a very real need, and secondly, as they provided resources, they saw improvements that were in general commensurate with the resources provided. It was a ratcheting process with one increment of resources and one increment of improved service.

Senator BURDICK. As you know, debate over highway funding formulas can be contentious. Two major factors in use are vehicle miles traveled and lane miles. What are your views in determining the basis for distribution of highway funds?

Mr. LARSON. I can not give a position off the top of my head with true recognition of all the factors that impinge on the national scene. We debated that issue during my eight years in Pennsylvania where I had a more parochial view, but I think that we will have to find factors that provide a distribution of resources that are commensurate with mobility needs and are not artificial ways of resolving controversy in the short term.

Senator BURDICK. Would you expand on the significance of rural transportation needs and how you intend to develop a national rural transportation policy?

Mr. LARSON. Rural transportation needs are the needs of U.S. citizens. They take on dimensions that can be looked at on a modal basis. Certainly there is a bus, a truck, a rail, an air, a highway dimension to the needs, and I do not know the precise formulation,

but as we proceed with this national policy study, it would be my hope that we could in fact give the kind of balance to the Nation's needs that is appropriate and that rural versus urban will be diminished as a source of controversy and that we will be talking more about mobility for all of our citizens.

Senator BURDICK. This may be a little out of the subject matter, but being a graduate of the University of Minnesota, I would like to know if Penn State will still be in that game called football?

Mr. LARSON. I would defer to Mr. Paterno for the definitive answer there, Mr. Chairman.

Senator BURDICK. Senator Chafee.

Senator CHAFEE. Thank you, Mr. Chairman.

Mr. Larson, if confirmed, will you be willing to appear before this committee and other congressional committees?

Mr. LARSON. Absolutely.

Senator CHAFEE. Mr. Larson, first of all, you said that your administration, namely the Highway Administration, has a splendid history, and I believe that is true. I believe Governor Volpe was the first Highway Administrator.

Mr. LARSON. Yes, he was prior to creation of DOT. I think he was the first Secretary of Transportation, Senator, and Mr. Lowell Bridwell was the first Highway Administrator, under the newly created Department of Transportation if my history serves me right.

Senator CHAFEE. I thought Governor Volpe in his earlier incarnation was Highway Administrator but perhaps I am mistaken.

In any event, you talked about technology in the administration. I may be mistaken, but it seems to me that roads are being built just about the same way they have been built for the past 25 years. Are there some technological advances in building highways?

Mr. LARSON. The answer is that there is much that is the same, but there are some things that are different as well, with some important differences. One of the things that is certainly receiving the majority of attention right now is something called advanced highway vehicle information systems or advanced highway vehicle systems—there are several different phrases used. Basically, they are the idea of adding instrumentation to both the highway and the vehicle so that you get better performance from the two working together.

The European countries have banded together in a project called Prometheus, which is sort of a remarkable name for a multi-hundred-million dollar effort to bring this technology into major competitive play in the world markets. The Japanese are similarly engaged.

Senator CHAFEE. What does it do?

Mr. LARSON. It would really put a communication system into the highway that communicates with the vehicle so that there is an element of guidance, an element of distance separation, perhaps an element of crash control, and perhaps an element of actual guidance through a visual map display in the vehicle. The idea is to try to make the highway and the vehicle work more effectively than they have under circumstances to date.

Senator CHAFEE. Is there some kind of control system in the vehicle that keeps you a certain distance behind the vehicle in front of you?

Mr. LARSON. In the most advanced version, you would get in your car and simply put the car on automatic guidance control and it would go to its destination. That is sort of pie in the sky at this point, but what we can do at this point is put a display in the vehicle that shows alternative routes so the driver has some suggestion as to where he can go to avoid congestion. That is being done right now by evening news and helicopter patrols. The crash avoidance that you described is another potential development as a result of this whole effort.

Senator CHAFEE. We keep hearing about these plants that grind up old rubber tires that come off our vehicles; that they are ground up and that material can then be used in macadam roads, asphalt roads. Is that true? Is there anything to that?

Mr. LARSON. Yes, there are roads that have been built with good success using a rubberized formulation.

Senator CHAFEE. That comes from these old tires?

Mr. LARSON. Yes, that is one of the sources of the rubberized material.

Senator CHAFEE. There is a recent report out from the Department of Interior which reflects on the President's statement that there will be no net loss of wetlands. That Interior Department publication is entitled, "Impacts of Federal Programs on Wetlands." On pages 31 and 96, the report cites a number of problems with the current highway program and concludes that the highway program is a significant part of the problem.

I would appreciate it if you could take a look at that report and particularly those pages I referred to and we will get you back up here sometime to ask you about your thoughts on those. I am interested, as I mentioned in my opening remarks and in our discussion together, in the effect of the highway program on the environment, particularly the wetlands.

[The information requested follows:]

OFFICE OF
THE ADMINISTRATOR

July 28, 1989

IN REPLY REFER TO:

HEV-20

The Honorable John H. Chafee
United State Senate
Washington, D.C. 20510

Dear Senator Chafee:

I wish to thank you and the other members of the Senate Environment and Public Works Committee for your advice and counsel with regard to my nomination and confirmation as Federal Highway Administrator. Also, I appreciate the prompt scheduling of my confirmation hearing and the consideration extended to me in connection with the hearing and the confirmation by the Senate.

At my confirmation hearing, you raised a question regarding the impact of the highway program on our wetland resources. I share your concern and will give these issues my close personal attention.

You inquired about the Secretary of the Interior's October 1988 report to Congress on "The Impact of Federal Programs on Wetlands." The two highway issues discussed in the report concern wetland drainage and interagency coordination.

The first issue involved unauthorized draining of wetlands into adjacent highway rights-of-way, particularly in the upper midwest and the southeast. In order to address this problem, the Federal Highway Administration (FHWA) initiated a review in North and South Dakota concerning the drainage of prairie pothole wetlands into highway rights-of-way. Initial meetings and field reviews took place during the week of June 12. An FHWA report is being prepared at the present time.

The second issue in the Interior report pertaining to the FHWA program concerns the lack of early involvement by the Fish and Wildlife Service (FWS) with highway projects. It seems that staffing limitations by resource agencies have sometimes prevented the advance consultation that is so essential to good project development. The Interior report references the techniques identified in a joint FHWA/FWS/Environmental Protection Agency/ Corps of Engineers report as helpful in resolving interagency coordination and consultation issues. A copy is enclosed for your

information. Also enclosed is a December 23, 1987, memorandum to our field offices which presents the FHWA guidance on cooperating agencies. I assure you that I will pursue the proposed practices and procedures to provide an early coordination process.

I would like to extend an invitation to you and your staff to attend an upcoming conference on August 1-3, sponsored by FHWA and the American Association of State Highway and Transportation Officials. The objective of this meeting will be to improve implementation of the Section 404 permit process and wetland policies for highway projects. A copy of the tentative agenda is enclosed.

Please contact me if I can be any further assistance in this matter. I look forward to working with you in addressing the wetland issues and many other important issues affecting our Nation's highways.

Sincerely yours,

Thomas D. Larson
Administrator - Designate

Senator CHAFEE. Next, can we enlist your support in trying to increase highway safety—I am not going to ask you to commit to this immediately, but I would urge you to give some thought to better safety belt laws and motorcycle helmet laws.

I already have legislation that would be very similar to that of the drinking age law where we got the State to increase their drinking age to 21 by saying that if they did not pass that legislation, their highway funds would be reduced. I am advocating the same approach in order to get States to pass compulsory motorcycle helmet laws and seat belt laws. I suspect that Senator Symms probably has some thoughts on that.

Senator SYMMS. I don't mind blackmail.

Senator CHAFEE. Maybe Senator Breaux does, too, and maybe Senator Burdick does, also. But it seems to me that if our interest is highway safety—certainly that is a large part of the design of our federally-aided highways—then we ought to look at the total picture.

I am not going to get you embroiled with these other gentlemen on the committee, but give that some thought. You told me that you went through this in Pennsylvania where the motorcyclists circled the Capitol with their Harley-Davidsons. Well, they are not all wildly enthusiastic about my proposal.

Another of the problems we have on our highways is that trucks are getting bigger and many of the cars are getting smaller, and there is a conflict there. Again, we have to constantly be bearing in mind the limit to the size and weight of the trucks and the access to all the highways they want.

Finally, I would just call to mind the Highway Beautification Act of 1965. The purpose of that act was to put some controls on billboards.

Here's one for you: The previous Administration supported legislation that would return to the States the ability to use amortization or cash in compensating the removal of billboards. Will you continue to support returning this choice to the States?

Mr. LARSON. Senator, I have looked a bit at this matter since meeting with you, but I am not familiar enough at this point with all the issues to give a definitive statement. I would be glad to get back to you with that.

Senator CHAFEE. That is probably a fairly wise answer under the circumstances.

Thank you, and thank you, Mr. Chairman.

Senator BURDICK. The Senator from Idaho.

Senator SYMMS. Thank you, Mr. Chairman.

Dr. Larson, to follow up on that safety question that Senator Chafee asked, in my State, on Interstate 84, the State Highway Department spends lots of money to clear the rocks out of the median between the Interstate. They have it so slicked up in some places that if you went to sleep you would come up on the other side and hit someone in a head-on collision. When the rocks were in there, at least you would only kill yourself and not people in the other lane.

Do you think we carry this to far and go a little overboard spending money on a thing like that?

Mr. LARSON. I cannot give you the details regarding Interstate 84, Senator, but there is a very strong body of evidence that suggests that if you can remove hazards from the immediate environment of the roadway, you improve the safety. The chances are very good that if that person drifts off the road, they will be awakened by the roughness before they get over to the other side and have a chance to retrieve and save themselves. So I would say that the body of evidence is very persuasive that clearing the pavement of objects that can be fatal if struck at high speed is a good and cost-effective thing to do.

Senator SYMMS. Along that same line regarding speed limits, some States have a difficult time of demonstrating that they are keeping over 50 percent of the cars complying with the speed limits and are spending an inordinate amount of their money trying to achieve compliance on those roads when instead, they should be concentrating on getting the drunks off of the highway. Would you favor allowing the Governors of the States to assign and take the responsibility for this so that they could allocate their safety dollars to getting the drunks off the road as opposed to concentrating on roads where speed is not really a threat?

Mr. LARSON. It is my understanding that there is a moratorium on sanctioning States over a three-year period. Mr. Skinner has spoken in favor of the States having primacy in this regard and I see no reason for me to take exception to that position.

Senator SYMMS. That is a good position to have in my view.

I wanted to get back to the one question that I think we are going to be dealing with. I see that they tested the B–2 Bomber today. I did not hear the result. I heard that it took off and I am assuming that it landed safely. I see people nodding their heads on that one.

The cost of each of those aircraft is pretty high, as you know. I go to a lot of construction meetings and people ask, "What about the money that's in the trust fund and when are we going to get that to build the highways with?" The fact is, probably, that the money is out there being flight tested this morning.

Will you support at least an honest commitment to spend the money on the highways that we tax people for instead of this shell game that goes on here in Washington of taking the money out of one pocket and putting it in another one?

Mr. LARSON. The position that I have been advised of in the Administration is that at this point, we support a deficit-neutral position, but that as that issue is resolved, we do favor spending down the trust fund, giving a dollar's return for a dollar received.

Senator SYMMS. Good, I am glad to hear you say that. I think it is important that we do that because we know the needs are there but the money really is not there, it is just an accounting thing, and in my view, it creates a real disillusionment on the part of those who pay taxes to support highways and then the money is spent elsewhere.

One other question—Senator Burdick commented on it in his question about rural America. I will not ask you to answer this, but just to say that this formula question will be critical in next year's highway bill. The compromise was already made in 1982 on rural State/urban State distribution as far as I am concerned, and

I think as far as a lot of people in the Senate are concerned, when we went from 60/40 on road miles versus car miles or numbers of cars in transportation to 55/45.

I think that the Administration should be thinking in terms that the compromise is already made and we have already gone the distance. We have already made the compromise with the donor States so they have a floor now of 85 percent. I think that was fair and I helped to get that done, but I do think that Senator Burdick's statement speaks for an enormously high number of Senators who have small States with large geographical areas and small population.

Montana is a classic example. They have 1,300 or 1,400 miles of interstate highway and about 700,000 people. They simply can not finance that, yet anyone who wants to ship anything from Seattle to New York will send their traffic right through the State of Montana. I think we need to recognize that there is a very important necessity if we are going to continue to have a national and defense highway system, that we protect that formula for the small States.

When you were in Pennsylvania, you had quite a reputation for being pretty tough or maybe I should say pretty interested in trucks, limiting what roads trucks could travel on and so forth. Senator Chafee brought up the question of smaller cars and bigger trucks. It does make kind of an unfair collision if you happen to be in the car.

How do you foresee trucks fitting into the national transportation needs and the national transportation future on access to national highways?

Mr. LARSON. I am pleased to come to the Federal Highway Administration at a time when it seems that the industry and the department have made enormous strides under the guidance of the Congress. We have the commercial driver's licence program well along—California is issuing commercial driver's licenses.

We have a program that involves the State, the so-called MCSAP Program. All of the States are participating.

We have the carrier certification program. The department has been authorized 150 additional positions in the 1990 budget.

Through all of this the industry and the Federal Highway Administration and the department have worked together under the guidance of the Congress, so I feel that enormous progress has been made. I think that it is a very appropriate and happy time for me to be here.

Let me say finally that my view of the trucking industry is that it is absolutely central to our economy and we must find ways to accommodate their needs and to balance them against the needs of the people in those small cars. So far we have been able to do that. I trust we can do it in the future.

Senator SYMMS. Good, I agree with you. We can not have a strong economy without trucks.

One other question with regard to trucks—one of your predecessors, Ray Barnhart, had on his agenda a method by which a truck could get a permit so that it could cross the country without having to stop at the State line in every single State if they were travelling on the Interstates. Would you know what the progress is of the 50 States coming together on that and would it be your intention to

try to pursue the simplification of the bureaucracy that truckers must go through to get across the country with a load?

Mr. LARSON. Senator Symms, I do not know the progress on that. I will have to get back to you with that information, but absolutely, I am committed to the idea of simplifying paperwork. That is another area where it seems to me there is no reason for conflict and every reason for cooperation.

In a hearing that was held by the National Governors' Association on this topic, I recall vividly a person from industry coming in and displaying the placards that were required to get across the country and it has never left my mind as a problem area. So yes sir, I will be very much committed to working on that cause.

[Mr. Larson supplied the following additional information:]

The Federal Highway Administration has been working with the National Governors' Association (NGA) over the last few years attempting to resolve the problem of lack of uniformity of State motor carrier regulations and assisting States in implementing uniformity measures. Among the recommendations endorsed by the NGA are several designed to simplify administrative procedures for interstate motor carriers. These recommendations include: instituting simple, one-stop operations for motor carriers; joining the International Regulation Plan (IRP); and joining a base State fuel tax agreement.

A one-stop operation allows a motor carrier to comply with all of a State's motor carrier requirements by making contact with a single State office. A one-stop operation includes an information service and a single point of contact for a motor carrier to acquire all required license plates, cab cards, credentials, and temporary permits. In February 1986, only four States provided a one-stop service for motor carriers. Today, 13 States are doing so and many more States are working toward simplifying and consolidating their services for motor carriers.

Under the IRP, motor carriers register their vehicles with their base, or home, State and receive a single license plate. The base State is responsible for the administrative functions of registration, including distribution of registration revenues, for all IRP jurisdictions in which the vehicle operates. There are now forty States that belong to the IRP and it is expected that all but five States will be members by the end of 1990.

A base State fuel tax agreement operates in a manner similar to the IRP. The motor carrier registers and files in a single State and each member State handles the administrative procedures for all other member jurisdictions. There are two base State fuel tax agreements in operation, the International Fuel Tax Agreement (IFTA) with fourteen members and the Northeast Regional Fuel Tax Agreement (RFTA) with three member jurisdictions. It is expected that the IFTA will add about nine more members by the end of 1990.

Senator SYMMS. I think the Federal Highway Administration might be able to at least be the lead in trying to help get it coordinated.

One last question—we always have the controversy in this committee every year about whether or not architectural services should be just put out to the lowest bidder or whether there should be some qualification-based selection process. Do you have any comments on that, in a general sense?

Mr. LARSON. In Pennsylvania we did have a practice of examining the technical qualifications of the consultants. We also looked at the cost factors for the projects. I felt that was a balanced approach and am quite comfortable with it, but I am certainly willing to take direction from the Congress on that matter.

Senator SYMMS. I think Congress has ruled the same way, but I just wondered if you had a professional opinion on that?

Mr. LARSON. My professional opinion is almost certainly clouded by the fact that I come from Pennsylvania where there were many,

many scandals associated with that procurement process. What I did in Pennsylvania is not necessarily what I would do in another environment as a professional.

At that time I did what I thought was necessary and I am perfectly willing to defend the relatively hard line that I took to correct past abuses.

Senator SYMMS. Thank you very much, Mr. Chairman.

Senator BURDICK. Senator Breaux.

Senator BREAUX. Thank you very much, Mr. Chairman.

Let me follow up on Senator Symms' questions about the architectural and engineering services. We in fact changed the law over two years ago with regard to architectural and engineering services being awarded based on qualifications as opposed to the low bidder. The department, as I understand it, has not yet put the regulations into affect to carry out that requirement.

After the House and the Senate met, what we did was to compromise on when it would kick in. As I remember it, what we did was: those States that had a qualification-based selection process in place were required to continue that process immediately; then starting in August of this year, those States that had not had a qualification-based selection process were required to have one by August of 1989.

That is the law. That is what we passed; that is what was signed into law. That is on the books right now.

My question as a follow-up is: do you know when the department is prepared to complete the regulatory process to have this statute carried out?

Mr. LARSON. I do not know that, Senator Breaux, but I will get back to you promptly on that matter.

[The information requested follows:]

The 1987 STURAA requires the procurement of engineering and design services to be qualifications-based (follow the Brooks Act or equivalent State procedures) or to follow a formal procurement procedure that is required by State statute or is subsequently established by State law. The 1987 STURAA also establishes time limits for compliance. All States must comply, by August 1, 1989, with the Brooks Act or use equivalent State procedures unless the State enacts a statute establishing a procurement process.

The Federal Highway Administration issued guidance to FHWA field offices on May 13, 1987, which stated that applicable Federal-aid contracts authorized after April 2, 1987, the date of enactment of the STURRA, are subject to the provisions of such act. FHWA is also in the process of issuing a regulation which will implement both the law and OMB's revised Circular A-102 and its March 11, 1988 common rule, which prescribes government-wide fiscal and administrative conditions governing grants to State and local governments.

Senator BREAUX. It is not a question of flexibility on this. At this stage, from a Federal perspective, Federal Law now says that you shall have in place, and all the States shall have in place, a qualification-based selection process, as I remember it, beginning in August of 1989. That is what the law says, so I presume—you are nodding affirmatively—that indicates that you are prepared to see that those regulations are in fact in place.

Mr. LARSON. I will follow the law, absolutely, and I will also inform you as to the status. I thought that was your question, sir.

Senator BREAUX. Yes.

Mr. LARSON. I will do both.

Senator CHAFEE. I wonder if I could interrupt? I have to leave.

Mr. Chairman, it would be my hope that we could vote fairly soon. Is it your intention to do it Thursday, did you say?

Senator BURDICK. This week.

Senator CHAFEE. If you choose a time certain as soon as possible, then we can make sure we get our quorum. We are going to need what, nine?

Senator BURDICK. Nine.

Senator CHAFEE. I hope everybody can be here for that vote for Mr. Larson and get him reported out because we sure would like to get him confirmed as soon as possible.

Senator BURDICK. We will announce the hour Wednesday.

Senator CHAFEE. Thank you, Senator Breaux.

Senator BREAUX. Sure.

The other thing, Mr. Larson, is more a question of procedural matters. You and I have met, and at that time I raised the question of keeping Members of the Senate informed of what is happening at the Highway Department. Specifically, I mentioned the incident which happened during the previous administration of having funds cut off to our various respective States which we represent, and having to read about it in the newspaper.

It happened again this year to me and I raised the point when you and I met. You then assured me of your intent to make sure when you took over that that would not be the case. I appreciate that.

Shortly after you and I met, when I spoke about the funds being cut off to my State of Louisiana, dealing with the Highway Program and reading about it in the paper, I again read in the paper that they had been reinstated. My point is: I want to know what kind of a congressional liaison operation you plan to run, because what you have down there now is absolutely, totally unacceptable. No Member of the United States Senate, in my opinion, particularly those in the authorizing committee should have to read about major announcements on cutting off of all highway funds to a State or the reinstatement of those funds later, in the paper. We should be part of the process in some way.

I think I have made my point very clearly. My question to you is: what type of liaison operation do you intend to run?

Mr. LARSON. I will make every effort and hold myself personally accountable for getting information to the Members of the Senate and the House in a timely way, and that means before you read about it in the newspapers. I will make every possible effort to do that.

Senator BREAUX. I appreciate that because that is going to have to be direction from you at the top. I do not expect you to call me. That is not necessary, but someone should at least meet with us when major events happen in our State.

It is not a political thing. It is just a question of letting us know what is happening, particularly when it is bad news. I do not want to have to read in the newspaper when the whole program has been shut down in my State.

Having said that and having your assurances, I want to say that we are fortunate to have a person of your qualifications in this position. You have a B.S. Degree, a Master's Degree, a Doctorate Degree, Post-doctorate work—all in this field. In addition to that,

you have the practical experience of utilizing that knowledge in the real world as a State Highway Administrator.

I think that we are very fortunate indeed to have someone like you coming into this position. It is not an easy position at all, but you are eminently qualified for it. I think we are fortunate to have someone like you willing to serve.

Thank you, Mr. Chairman.

Senator BURDICK. Senator Simpson.

OPENING STATEMENT OF HON. ALAN K. SIMPSON, U.S. SENATOR FROM THE STATE OF WYOMING

Senator SIMPSON. Thank you, Mr. Chairman.

I did not hear all of the Chairman's remarks as Senator Symms referred to them, but I know the intent of them and the content would have been similar to what he has said in years past.

First, welcome to the committee. We are very pleased to have you here and to have this important job come up for fulfillment here, because I know that nothing really can get done down there until you get there. That is really where we are on this one.

In connection with what Senator Burdick and Senator Symms were saying, it is a tough job to do this highway business and interstate and funding and trust funds and all the rest of it. And unless we in the West do it here in this committee, it will not get done in the House. We get hammered flat over there as we deal with these issues simply because of the population.

I can tell you that when you represent a State like Wyoming and you have I-80, I-90, and I-25, and North Dakota with tremendous interstate, and the population of Wyoming is 460,000—so we either get heard here or we do not get heard.

I just hope very sincerely that you will listen to us as we begin that ancient game of gimmickry of the formula system. It will start again, and we have gone about as far as we can go. We will just have to dig our trench here, and that will be North Dakota, Wyoming, Montana, Idaho, and oddly enough, we are represented here on this committee.

I hate to tell you, but it really is an exercise. I will be hanging close to the Chairman on that, and that is not anything other than frustration.

You do have extraordinary credentials. The Bush Administration is taking time to fill slots, but whenever we get a little impatient, we find remarkable people like you continuing to come up on the screen and that is good for the country, so I commend you.

I have a provincial comment. You never dreamed this, did you, that I would bring something like this up? But there is something—the Chairman helped get this done and Senator Chafee, and it is critical to Wyoming.

We have a demonstration project that has been going on. It was in the fiscal year 1988 DOT Appropriations Bill. It was with regard to the investigation study of vehicle combinations pursuant to the formulas in title 23.

It was originally adopted as a provision of the Senate Report on that bill and it allowed the State of Wyoming to permit vehicles with a gross weight in excess of 80,000 pounds to travel on the

Interstates. Without that, Wyoming is bound by a gross vehicle weight limit on its Interstates of 80,000 pounds since Wyoming did not qualify for the grandfather rights under the 1956 law.

It is critical for us to hope that you continue to note that in four of the six States that surround Wyoming, that weight restriction is not imposed and if we were ever to go back to an island status, we would be doomed. The project has met with great success in Wyoming in both the business sense and the public sense. It is a great economic shot in the arm.

We have Interstate trucking companies choosing to settle on I-80. It has proven to be a tremendous shot in the arm, and it will expire on October 1, 1991. I discussed that with Secretary Skinner and he knows of my complete interest in it, and the National Academy of Sciences will have a study on truck weight issues.

I just want your reassurance that you will remember the importance of this and will look, I hope, favorably upon the continuation of the project when we readdress it in 1991 and to ask you if you are at all familiar with it?

Mr. LARSON. I am familiar in general outline. I am certainly familiar with the issue of island status in an economic sense, and I commit that I will look at it very carefully, sir.

Senator SIMPSON. I ask you to do that because, as I say, if we went back, you can imagine the economic impact. We were having interstates coming from Utah, going off of the Interstate on to our secondary roads, and crossing Wyoming on the secondary roads until they got to Nebraska, because the weight limit is up in both of those States. That is absurd.

It tears up our secondary roads, and we use a great deal of State money. It is critical and it is working. We do not hear any complaints about the demonstration project and I ask you to personally tend your attention to it.

I visited with Sam Skinner and I think he is a splendid man, and if you join him, you will have a good duo there of firm, strong, tough, and I think, fair administration, and I wish you well.

Mr. LARSON. Thank you, Senator.

Senator SIMPSON. Thank you, Mr. Chairman.

Senator BURDICK. The Senator from Virginia.

OPENING STATEMENT OF HON. JOHN W. WARNER, U.S. SENATOR FROM THE COMMONWEALTH OF VIRGINIA

Senator WARNER. I thank the distinguished Chairman.

I had the opportunity to meet with this nominee, and like others, I am very pleased as a citizen that you have undertaken to continue your public service in this tough and challenging job.

As my good long-time friend and seat-mate mentioned, Secretary Skinner is a whale of a team captain. I think you are going to look back with great pride at being on that team. It is going to set its mark in this Administration very, very high.

I have heard a lot of talk about the rural folks today; I am privileged to represent both rural and metropolis. I would like to put in a plug for those of us that are in the gridlock situation in these communities.

Congressman Wolfe and I put in a bill. On this side it is S. 410, called the Gridlock Relief for Interstates Program, and I wonder if you might have the opportunity to get a briefing on that. At some point in time, this committee as well as committees in the House are likely to take a look at that.

Essentially, it recognizes the problems of communities such as the greater metropolitan area here, which have grown very quickly and the infrastructure of roads just has not progressed as fast. We have to go back and make certain adjustments to our interstate systems to help relieve some of the gridlock.

This is just an example and an approach, and I am confident that something is going to be done in this area, whether it is this bill or another one in the future.

I wish you luck—and have a little fun around this town. Don't take it too seriously.

Mr. LARSON. I will try to do that, Senator. Thank you.

Senator WARNER. Thank you, Mr. Chairman.

Senator BURDICK. As the committee hopes to act expeditiously on Dr. Larson's nomination, I would like to ask the members with any written questions for the nominee to submit them to the committee staff by close of business today. The hearing record will be left open until the end of the week.

With that, we will adjourn.

[Whereupon, at 3:07 p.m., the committee was adjourned, to reconvene at the call of the Chair.]

[Responses to additional questions and a committee questionnaire follow:]

DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
WASHINGTON, D.C. 20590

OFFICE OF
THE ADMINISTRATOR

July 19, 1989

IN REPLY REFER TO:

HCC-10

The Honorable Quentin N. Burdick
Chairman, Committee on Environment
and Public Works
United States Senate
Washington, D.C. 20510

Dear Mr. Chairman:

I wish to thank you and the other members of the Senate Environment and Public Works Committee for your advice and counsel with regard to my nomination as Federal Highway Administrator. Also, I appreciate the prompt scheduling of my confirmation hearing on Monday and the consideration extended to me in connection with the hearing.

I am enclosing answers to the questions submitted for the record by you and several other members of the Committee. Please contact me if I can be of any further assistance in these proceedings. If confirmed, I look forward to working with you in addressing the many important issues affecting our Nation's highways.

Sincerely,

Thomas D. Larson
Administrator-Designate

Enclosure

Senator Burdick

QUESTION NO. 1

Secretary Skinner has spoken of his strong commitment to working with the Congress in a bipartisan fashion and to intermodalism and cooperation within the Department of Transportation (DOT). What are your views on relations with Congress and with other modal agencies within DOT?

ANSWER

As FHWA Administrator-Designate I have had the opportunity, along with the Deputy Secretary, to begin the development of a national transportation policy. All the modes have been eager to cooperate in this effort and are committed to producing an integrated policy. Congress has shown its concern about the state of the Nation's transportation systems and we will work with them to find creative solutions to the problems we face.

QUESTION NO. 2

For the past several years there has been a steady squeeze on spending for the highway program. How can we put the available highway user fees to work on needed road and bridge construction and repairs?

ANSWER

Under current legislation, more funds could be made available for the highway program by increasing the Federal-aid obligation limitation which would draw down the balance of the Trust Fund. However, there are serious reservations with this approach since the Federal deficit would be increased by the amount that the spending level exceeds the tax revenues. Also a recent GAO report points out that there is $31 billion in outstanding commitments against the so-called $9 billion "surplus" in the trust fund.

Senator Burdick

QUESTION NO. 3

Assuming that Federal funding will continue to be constrained, how do you believe transportation dollars can stretched, i.e. how can "smarter spending" be done?

ANSWER

The Federal Government and the State highway agencies are going to have to be more diligent in prioritizing projects, in making short and long range plans. We are going to have to spend more money maintaining what we have, even if that means that some projects may never get done. The Strategic Transportation Policy being developed under Secretary Skinner will be a major first step in that direction.

QUESTION NO. 4

There continues to be interest in the subject of turnback of the Federal-aid highway program to the States or a block grant approach to highway funding. What are your views on these concepts?

ANSWER

Turnbacks and block grants offer flexibility to the States which is certainly one desirable objective, but I would like to reserve judgement on this issue until the National Transportation Policy is developed. Then I will be able to assess the most effective means of distribution of HTF revenues.

Senator Burdick

QUESTION NO. 5

Increasingly the emphasis in the highway programs is on maintenance of the existing system, not new construction. What incentives are most effective in getting States and local governments to do basic transportation maintenance in a timely way? How can a national constituency be created for maintenance?

ANSWER

I am defining the term maintenance in your question to mean upgrading, rehabilitating, improving, etc., the existing highway network and not mowing, pothole patching, snowplowing, etc. Interstate System maintenance has improved with new Federal funds in maintaining directed programs, Interstate 4R for example. Matching ratios within funding constraints may be used to provide maintenance incentives.

I believe a national constituency for better maintenance already exists among interest group and as I meet with them I will attempt to channel their ideas into the National Transportation Policy.

Senator Burdick

QUESTION NO. 6

Many favor the expansion of transportation research efforts. What research initiatives do you see as most important to the future of transportation and what research priorities will you set at Federal Highway Administration? Do you believe that transportation research is being adequately funded by government and by the private sector? What is your view of the University Transportation Centers Program, and the question of funding from the Highway Account of the Highway Trust Fund.

ANSWER

The major concerns in the highway community today are traffic congestion, safety, environment and maintenance of the current facilities. Four research initiatives relate to these areas: an expanded program of science and technology, a focused and coordinated program of technology transfer and deployment, a new cooperative program for Advanced Vehicle/Highway Systems (AVHS), and a program related to expanding the level of technical expertise within the Federal Highway Administration (FHWA).

Specific priorities will continue to be identified through High Priority National Program Areas (HPNPA's) selected by top FHWA management. There are currently 25 HPNPA's covering six major program areas. The experience has been that highway research has not been adequately funded in the past. Research advisors to FHWA have regularly identified more high priority needs than can be studied with the funds available. The proposed FY 1991 program of FHWA science and technology approximately doubles activity in ongoing areas and adds several new initiatives. Future research initiatives will need expanded funding and are expected to be fully coordinated with research in the private sector to direct available funds where they can best serve the four

major concerns identified earlier.

The University Transportation Centers are a valuable resource for the transportation community and need to be supported in some manner mutually agreed upon by the involved parties. The FHWA can benefit by the work done by the Centers and funding from the Highway Account of the Highway Trust Fund is one way to make sure the Centers have sufficient resources to continue to function.

QUESTION NO.7

In an article on traffic congestion, you state that: "...Americans by and large have chosen to live and work in suburban America, to own lots of cars and to drive them almost endlessly..." We are facing increasingly serious problems with air quality, gridlock, and urban sprawl. Is it time to consider some transportation control measures, and if so, which ones? Can the planning process by improved to better address these problems?

ANSWER

Before controls I believe we must try other means to manage demand and at the same time to improve supply--by various means. However, I believe the effort to develop a National Transportation Policy is going to reveal several alternatives to solving this dilemma. We will need to evaluate these to judge which are the best approaches.

Senator Burdick

QUESTION NO.8

You advocate that the traditional groups interested in transportation and other groups with a related interest form strategic partnerships. How can diverse interests--e.g., the trucking industry, environmentalists, highway contractors, social activists, the safety community--come together in planning for the future of transportation?

ANSWER

All of these groups and interests are affected by our transportation network, benefiting if it is good and suffering if it is bad. Given the limited resources available to tackle the massive problems, we cannot afford to go in different directions with each serving his or her own interests. We must compromise and work together to achieve the best transportation system possible. I believe these groups can and will work together. Many already do and as necessity increases so will cooperation.

Senator Burdick

QUESTION NO. 9

What do you see as the most promising, innovative technologies in the transportation field? You have also spoken of the need for innovation in financing, management, planning, and legislation. What new approaches do you plan in these non-technological areas?

ANSWER

Some of the more innovative promising technologies in the transportation field include advanced vehicle/highway systems, artificial intelligence and expert systems, robotics, composite structural materials, and new synthetic materials. Information management systems will give managers real-time capability to better control large-scale dispersed systems. New financing approaches are widely used -- private funds, local government participation, revenue bonds. (Places like Fairfax County, VA and the bay area in California show impressive funding creativity.) Our DOT strategic planning effort will likely spark similar efforts by many States. Bridge Management and Pavement Management Systems currently being developed by many highway organizations with FHWA's assistance will ensure efficient cost-effective uses of available resources.

Senator Moynihan

QUESTION NO. 1

With the virtual completion of the interstate highway system, the primary purpose of the Federal Highway Administration is dissolving. Do you have new missions with true vision for your agency?

ANSWER

Yes, we are focusing our attention on the post-Interstate period. The Secretary's National Transportation Policy Statement will provide the guidance for the Department of Transportation including the Federal Highway Administration into the 21st century. Until that policy is articulated, I believe it would be inappropriate for me to offer my views.

Senator Moynihan

QUESTION NO. 2

The research and development budget at the Department of Transportation has been shrinking for years while the need for new ideas in transportation grows. What are your plans for R&D at the Federal Highway Administration.

ANSWER

The Federal Highway Administration (FHWA) Research, Development and Technology Budget has been maintained at a fairly consistent dollar level of $18 to $20 million, while the buying power of the dollar has decreased. This situation has allowed the FHWA to address only the needs for which research can provide direct relief and has prevented work in more innovative and speculative areas. One of the priority areas I have outlined for the FHWA is in "Technology Leadership and Innovation." Four principal aspects would be developed or expanded: 1. An expanded program of Science and Technology; 2. A more focused and unified program of Technology Transfer and Deployment; 3. Coordinated Program for developing Advance Vehicle Highway Systems; and, 4. An improved level of Technical Expertise.

The Science and Technology Program for the next decade is envisioned as expanding primarily through pioneering work in developing new testing procedures, such as accelerated loadings of pavements, vehicle/highway simulation, and dynamic loading of structures; through cooperative jointly-funded ventures with State and private industry; and through the addition of work in new program areas. One of the new program areas planned is related to the highway environment. Over the past several years, this

important area has not received the attention it warrants, and as a result, environmental problems are on the rise.

A frequently overlooked aspect of Research and Development is that of Technology Transfer, deployment of newly developed problem solutions and marketing of new procedures and methods. This effort needs to keep pace with the R&D programs in Federal agencies, State highway departments and private industry to ensure we are making full use of the technology which does exist. A big supplier of this technology is expected to be the Strategic Highway Research Program (SHRP) which has invested $150 million to do the basic research needed as a foundation for the physical aspect of highways. I have taken steps to form an executive committee on Marketing Technology which I think will set the direction for getting the maximum value from the total Research and Development investment.

The problems of current congestion and prospects of continued expansion in numbers of vehicles make it essential that a complete "systems" approach be taken to get the maximum use from the available highway infrastructure. The Advanced Vehicle/Highway System work planned would pull together Federal, State and private industry to lay the ground work for what will be the highways of the future. A major investment and commitment and private sector support is needed over a number of years to make this type of system a reality.

The fourth item, technical expertise, has not been overlooked in the past but, because of a general decline in young people interested in pursuing a career in highway engineering, it is becoming a critical problem. The existence of an expanded program for Research, Development and Technology is a big incentive for students to become interested in the highway field.

QUESTION NO. 3

You have been designated by Secretary Skinner to head up the development of a National Transportation Plan. In the past, these plans have not gotten much attention and have simply gathered dust. What will you do differently to ensure that policymakers focus on the results of your study?

ANSWER

I have been pleased with the interest and enthusiasm shown by the various administrations in the Department. Representatives of organizational units throughtout the Department are putting considerable effort into developing a meaningful National Policy for transportation. As the plan moves along, interest in reauthorization of various transportation legislation will provide opportunity for timely integration. I am well aware that several of the policy reports have become dust collectors.

Senator Moynihan

QUESTION NO. 4

It is estimated that by the year 2020, Florida will need 44 lanes of highway to handle the crush of cars travelling between Ft. Lauderdale and Miami. Clearly, we cannot simply build highways ad infinitum. This country's scientists invented the technology currently being used by the West Germans and Japanese for magnetically levitated trains, known as maglev. What role will your agency play in seeing that American industry develops and begins building maglev systems?

ANSWER

Our role in maglev systems is as yet undefined, however, we have previously studied external propulsion systems, such as maglev, from the point of view of their feasibility for automatic vehicle control. As part of our Advanced Vehicle/Highway System program, proposed for initiation in FY 1991, we would investigate the feasibility of maglev as a propulsion system for individual vehicles. Should it hold promise for this, we would work with industry toward its development; our concentration would be on the guideway counterparts to the vehicle propulsion/control systems and on the interface of the guideway with the rest of the highway system.

Senator Moynihan

QUESTION NO. 5

We now have a wonderful system in place in which to build maglev lines: the rights-of-way of the interstate highway system. How do you feel about using these rights-of-way for new transportation systems such as maglev?

ANSWER

As you know, Federal-aid highways, including the Interstates, are owned and maintained by the States. Even though Federal funds may have been used by the States in their construction, the States control and operate these facilities pursuant to State law. I would not support a Federal action which would override the basic principles of State ownership and control of the Interstates.

However, I could support development of Federal rules permitting maglev systems along the Interstate which are proposed by a State where it can be shown that this proposed use of the Interstate right-of-way is in the public interest, will not impair the freeway or its proper maintenance, will not interfere with safe and efficient traffic operations, and will not interfere with its future expansion. Each proposal presented by a State would have to be evaluated on its own merits. Certainly where conditions permit, I would encourage compatible multimodal development of transportation corridors.

QUESTION NO. 6

Do you advocate expenditures from the Highway Trust Fund equal to receipts?

ANSWER

I believe the income to the Highway Trust Fund should be used as fully as possible for the purposes for which it was originally established. Authorizations for the highway program generally are set based on anticipated Trust Fund income over a given period. Thus, the effect is that, over the long run, the expenditures are limited to the income. Also, the recent GAO report points out the necessity for a prudent minimum balance to guard against unforeseen disruptions to highway user income or inaccurate revenue projections.

QUESTION NO.7

What role will FHWA play in promoting increased use of solutions other than highway construction to alleviate congestion, such as mass transit?

ANSWER

The two efforts I have already mentioned - The National Transportation Policy and the post-1991 legislative proposal - will go a long way in helping us determine what our role should be and in identifying potential solutions. We also will be agressive in searching out and promoting new technology, the AVHS for example.

QUESTION NO.8

Many States, particularly in the Northeast, built with their own funds roads that later became part of the Interstate system, thus saving the Trust Fund millions of dollars. The Surface Transportation Act of 1978 authorizes under certain conditions expenditure of Trust Fund monies for the "resurfacing, restoring and rehabilitation" of toll roads made part of the Interstate system. Do you favor such expenditures?

ANSWER

My response would depend on circumstances case by case. Good service seems to attract those willing to pay a premium for it. Should we disrupt this model?

Senator Moynihan

QUESTION NO. 9

Automobiles contribute 50% of hydrocarbons and 90% of the carbon monoxide emissions in urban areas such as New York City. What is the Federal Highway Administration doing to involve itself in the President's and Congress' committment to pass Clean Air legislation this session?

ANSWER

The Federal Highway Administration has been involved in transportation issues related to the Clean Air Act (CAA) for the past 20 years. During this period we have gained considerable experience and a better perspective on those actions and activities which are effective in reducing highway related air pollution. This perspective will be helpful in efforts to update the current CAA.

Currently our efforts are focused on providing technical assistance to those that are directly involved in the development of revised CAA legislation. For example we provided technical support to the Department of Transportation (DOT) participants in the Domestic Policy Council deliberations which established the framework for the President's Clean Air proposals. More recently we provided comments and suggested revisions to legislative language to the Office of Management and Budget (OMB) and the Environmental Protection Agency (EPA) on transportation issues. Our objective is to develop strategies and organizational relationships which will be successful in reducing highway related air pollution, but which will permit State and local officials to provide for an adequate transportation system and mobility in nonattainment areas.

Senator Reid

QUESTION NO. 1

Doctor Larson, recently my staff had a discussion with the Federal Highway Administration concerning the apparent ineligibility of the State of Nevada to apply for discretionary funding for use on the I-15 Spring Mountain Interchange in Las Vegas. I asked for a review of the situation to determine if an administrative remedy exists to enable Nevada to apply for discretionary funding. When can I expect to see the results of this review?

ANSWER

The 1982 Federal-Aid Highway Act established the requirements for the allocation and use of I-4R discretionary funds. The FHWA has reviewed those requirements to see whether there is administrative discretion in determining when a State would become eligible to receive a grant. Their conclusion, however, is that there is no latitude under the law for making a grant until "the State has obligated all of its apportionments . . . ." Given the strong competition for the limited amount of I-4R discretionary funds, allocation of funds for a specific project would be uncertain even if a State could apply for such funding. The FHWA is willing to meet with the Senator or his staff to discuss this situation.

Senator Reid

QUESTION NO. 2

I have a letter from the FHWA outlining objections to the construction of a slipramp in Mesquite, Nevada. In this letter, the FHWA indicates it cannot approve the ramp based on the available information. What additional information does the FHWA require, from either the State or the City of Mesquite, to approve the construction of the Mesquite Slipramp?

ANSWER

As indicated in the attachment to the FHWA letter, the agency would need an analysis of the existing access and information as to why it does not or cannot provide adequate access for the city. Other information necessary would be current and future traffic volumes and an operational analysis, relationship to other improvement plans, and alternatives that have been considered. Description of the design and justification of substandard or potential problem design features, such as isolated single ramps, is also needed.

Under established procedures the State highway agency is responsible for initiating all requests for additional access to the Interstate System. I am informed that the Nevada Department of Transportation has not submitted a proposal to the Federal Highway Administration (FHWA) regarding the suggested I-15 off-ramp.

QUESTION NO.3

I do not believe trust funds, including the highway trust fund, should be included in the unified budget for the purpose of calculating the deficit. What is your view on the appropriate budgetary treatment of the highway trust fund?

ANSWER

I want to see all the resources of the Highway Trust Fund used for transportation purposes but, until the budget deficit is resolved, I think our deficit-neutral position is appropriate.

Senator Lieberman

QUESTION NO. 1

CLEAN AIR: As you are aware, this country is facing between now and the year 2005, at least a 40% increase in both the number of cars in operation and the number of vehicle miles travelled. This increase is exacerbated by the country's population trend toward increasing urbanization. The combination of these three developments will greatly exacerbate traffic congestion, which is already very serious in so many areas of our country. And this in turn means more air pollution and the public health problems it creates. Our problems are not going to be solved by simply expanded highway capacity; I understand from FHWA that even if all the capacity increases now contemplated at the state and federal level were built by 2005, we would only expand capacity by some 6%. The increases noted above in cars and travel will simply swamp highway capacity changes. Our congestion problems threaten to undo all we are trying to achieve in pollution controls on vehicles, disrupting our efforts to reduce the very real public health problems this Committee is struggling with in the Clean Air Act.

Against this backdrop, I am concerned that FHWA is not doing all it can on the difficult congestion reduction task it must face, and capacity increases are only a part of the solution. I would therefore appreciate your views on the following:

-- Air Quality and transportation planning must be better coordinated at the local level as well as on the state level. What are your plans to implement improvements in this area?

-- What role should MPO's play in air quality planning? Do you have any proposals to provide them with a portion of available highway planning funds so that they can better coordinate air quality planning into their transportation planning role?

-- Do you support expansion of FHWA support of transportation demand management programs and control programs, aside from capacity improvements?

ANSWER

-- The FHWA administers funds and provides technical assistance to State and local transportation agencies for the planning and development of transportation facilities. In urbanized areas, the metropolitan planning organizations are required by law (23 U.S.C. 134) to conduct a continuing, comprehensive, and cooperative (3C) transportation planning process. This 3C planning process has been fully coordinated with the air quality planning process in response to the 1977 Clean Air Act (CAA) amendments and in

accordance with series of joint agreements with the Environmental Protection Agency. This effort ensures the coordination of the transportation and air quality planning processes.

The FHWA, State, and local transportation officials were heavily involved in the efforts to develop the 1979 and 1982 State Implementation Plan (SIP) revisions. The FHWA will continue to support future SIP revision efforts, as one of the comprehensive elements considered in the 3C planning process required by Federal law.

-- State highway officials and metropolitan planning organizations (MPOs) are a valuable resource for air quality planning because of their understanding of the relationships between land use and transportation and their contribution to improving air quality. They can cooperate, through the system planning process, in the State Implementation Plan (SIP) revision process by providing current and projected vehicle miles traveled (VMT) data, developing mobile source emissions inventory data, and assisting in the development of appropriate control strategies. These officials can also ensure that transportation plans and programs conform to the SIP and that priority is given to implementing the transportation control measures that are included in the SIP.

Federal urban highway and transit planning funds are available and are being used to support current transportation air quality planning efforts. However, current funding levels will be a major concern with State and local officials if these planning activities are expanded, since Federal urban highway planning resources reached a peak in 1986 at $52 million. Currently,

funding levels have stabilized at $47 million annually. By law these funds are distributed to approximately 370 urbanized areas to carry out the comprehensive transportation planning process. Nationally, we do not anticipate any increase in funding through 1991, but we do expect 70-80 new urbanized areas to be identified in the 1990 census. This will reduce the amount of funding in existing nonattainment areas. Since air quality is but one of many transportation issues an area must deal with, the current funding levels will continue to be a concern.

As part of the implementation of the 1977 CAA, EPA provided funds to MPOs and States to do transportation air quality planning. These funds are no longer available. With the limited transportation planning funds available, the role of the MPO could be increased by providing the funding for air quality planning that was previously made available by EPA. This combination of transportation and air quality planning funds would provide significant improvements in the analysis and coordination of air quality planning at the local level.

-- Yes. The FHWA is expanding its support of demand management and transportation system management programs. We believe it will take a balanced effort of capacity expansion, system management strategies, and demand management to reduce both congestion and mobile source emissions. The FHWA has encouraged, and will continue to encourage, State and local transportation officials to implement demand management and transportation system management (TSM) strategies to reduce congestion and increase the overall efficiency of the existing transportation system. Demand management strategies such as carpool/vanpool programs, parking management, staggered

work hours, mass transit promotion, pedestrian and bicycle incentives, and trip reduction programs have the potential for moderating current and future travel demand. TSM strategies such as high occupancy vehicle lanes, traffic surveillance and control measures, intersection improvements, signal timing improvements, bicycle lanes, can improve the efficiency of existing highway systems. Many of these measures are already used by State and local transportation officials in an effort to seek out low capital cost solutions to transportation problems, reduce congestions, and to manage the existing transportation system in the most efficient manner.

Senator Lieberman

QUESTION NO. 2

TRUCK SAFETY: As do many other states, my state of Connecticut, with its heavy urban congestion, faces growing truck safety problems. I would like your thoughts on the following:

-- What plans do you have to improve truck safety inspection efforts and enforcement?

-- What plans do you have to improve enforcement of truck size and weight limits, the extensive violations of which jeopardize the condition of our roads?

-- Connecticut has a continuing concern about nuclear waste movements through our State. Our State does its fair share in handling such movements on our roads, but we are not prepared to become the exclusive regional corridor for these movements. Do you plan to maintain the current system of shared movements in our region and not burden one State with an unfair share of movements from other States?

ANSWER

-- I would continue to further and improve on measures underway by FHWA and the States to improve truck safety inspection efforts and enforcement such as: develop a roadside inspection manual for use by the States; evaluate the effectiveness of roadside inspection activities; identify procedures to ensure that vehicle defects are corrected when they are placed out-of-service; implement CDL in all States; continue MCSAP funding beyond FY 1991; complete a nationwide motor carrier information system; improve motor carrier compliance with safety requirements; and penalize truck and bus drivers who operate under the influence of drugs and alcohol.

-- To improve weight enforcement, FHWA should continue to encourage expanded State enforcement activities such as 24-hour coverage and the use of patrols on routes bypassing permanent truck scales; further development and use of weigh-in-motion equipment for enforcement; and the audit of carrier and shipper records.

-- I support the current system of shared movements in your region.

UNITED STATES SENATE

COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS

STATEMENT FOR COMPLETION BY PRESIDENTIAL NOMINEES

Name: Larson (Last) Thomas (First) Duane (Middle)

Position to which nominated: Federal Highway Administrator **Date of Nomination:** June 6, 1989

Date of birth: 28 September 1928 (Day) (Month) (Year) **Place of birth:** Philipsburg, PA

Marital status: Married **Full name of spouse:** Esther Myrtle Larson

Name and ages of children:

Catherine Bisbee	age 30
Merilee Larson	age 29
Suzanne Larson	age 27

Education:

Institution	Dates attended	Degrees received	Dates of degrees
Penn State University	9/59 - 6/62	Ph.D.	1962
Penn State University	9/57 - 6/59	M.S.	1959
Penn State University	9/48 - 9/52	B.S.	1952

Employment record: List all positions held since college, including the title and description of job, name of employer, location, and dates. If you were terminated involuntarily from any position(s), please note the circumstances.

- 1987 to present: Administrator, Faculty Member, Penn State University, University Park, PA 16802
- 1/79 - 1/87: Secretary of Transportation, Commonwealth of Pennsylvania, 1200 Transportation & Safety Building, Harrisburg, PA 17120
- 9/62 - 1/79: Faculty Member and Administrator, Penn State University, University Park, PA 16802
- 1962: Project Engineer, Imbt Corporation, State College, PA

Employment record—Continued

- 1954 to 1957: Officer-in-Charge of Construction Detachment and Public Works Officer, U.S. Navy Civil Engineer Corps
- 1952 - 1954: Plant Engineer, Bethlehem Steel Corporation, Bethlehem and Steelton, Pennsylvania

Honors and awards: List significant scholarships, fellowships, honorary degrees, military medals, honorary society memberships, and any other special recognitions for outstanding service or achievement.

Penn State Graduate School Fellow
American Society of Civil Engineers, Arthur M. Wellington Award
American Society for Testing and Materials, Sanford E. Thompson Award
American Society of Civil Engineers Fellow
National Essay Contest Winner, sponsored by the American Society of Civil Engineers for a March 1981 contribution entitled, "Civil Engineers Must Broaden Outlook"
Engineering News-Record, Construction Man of the Year, 1982
American Society of Civil Engineers, John I. Parcel-Lief J. Sverdrup Civil Engineering Management Award, 1982
The Pennsylvania State University College of Engineering "Outstanding Engineering Alumnus," 1985
(continued on attachment)

Memberships: List significant memberships and offices held in professional, fraternal, business, scholarly, civic, charitable and other organizations.

Organization	Office held (if any)	Dates
Eno Foundation for Transportation, Inc.	Board of Directors	1986 - Present
Pennsylvania Research Corporation	Board of Directors	1987 - Present
Transportation Research Board Executive Committee	Chairman	1982
American Assoc. of State Highway & Trans. Officials	President	1985 - 1986
Strategic Highway Research Prog. Executive Committee	Chairman	1984 - 1987
Pennsylvania Transportation Commission	Chairman	1979 - 1987

(continued on attachment)

Qualifications: State fully your qualifications to serve in the position to which you have been named.

My professional career has been focused on the transportation field:
--graduate student, professor, and administrator at Penn State from 1957 - 1978
--Secretary of the Pennsylvania Department of Transportation from 1979 - 1987, a large, multimodal, multifunctional transportation agency
--professor and administrator, 1987 - Present

My experiences have given me a full background to state, national, and to some degree international transportation issues.

Future employment relationships:

1. Indicate whether you will sever all connections with your present employer, business firm, association or organization if you are confirmed by the Senate.

Yes

2. As far as can be foreseen, state whether you have any plans after completing government service to resume employment, affiliation or practice with your current or any previous employer, business firm, association or organization.

No

3. Has anybody made a commitment to you for a job after you leave government?

No

4. (a) If you have been appointed for a fixed term, do you expect to serve the full term?

N/A

(b) If you have been appointed for an indefinite term, do you have any known limitations on your willingness or ability to serve for the foreseeable future?

No

(c) If you have previously held any Schedule C or other appointive position in the Executive branch, irrespective of whether the position required Congressional confirmation, please state the circumstances of your departure and its timing.

None

Financial Statement:

1. Attach a copy of your Executive Personnel Financial Disclosure Report (SF 278). (See Attachment 1)
2. List sources, amounts and dates of all anticipated receipts from deferred income arrangements, stock options, uncompleted contracts and other future benefits which you expect to derive from previous business relationships, professional services and firm memberships or from former employers, clients, and customers. Amounts should be indicated by the categories established for reporting income on Form SF 278, Schedule A.

None

3. Are any assets pledged? (Add schedule).

No

4. Are you currently a party to any legal action?

As Pennsylvania Secretary of Transportation, I was named in various litigations. These are on record in the Office of Chief Counsel, Pennsylvania Department of Transportation, Harrisburg, PA.

5. Have you filed a Federal income tax return for each of the last 10 years? If not, please explain the circumstances.

Yes

6. Has the Internal Revenue Service ever audited your Federal tax return? If so, what resulted from the audit?

No

Potential conflicts of interest:

1. Describe any financial or deferred compensation agreements or other continuing dealings with business associates, clients or customers who will be affected by policies which you will influence in the position to which you have been nominated.

None

2. List any investments, obligations, liabilities, or other relationships which might involve potential conflicts of interest, or the appearance of conflicts of interest, with the position to which you have been nominated.

I am a principal in and stockholder of a 2 person S-Corp, Larson, Rao & Associates, Inc. We have consulted with Arther Andersen, New York State Department of Transportation, Louisiana Department of Transportation and Development, and the National Cooperative Highway Research Program. I also hold stock in Keystone Management Systems, Inc. This company has contracted with clients having transportation interests.

3. Describe any business relationship, dealing or financial transaction (other than taxpaying) which you have had during the last 10 years with the Federal Government, whether for yourself or relatives, on behalf of a client, or acting as an agent, that might in any way constitute or result in a possible conflict of interest, or an appearance of conflict of interest, with the position to which you have been nominated.

None

4. Explain how you will resolve any potential conflict of interest, or appearance of a conflict of interest, that may be disclosed by your responses to the above items.

If I am confirmed, the Larson, Rao & Associates corporation will be terminated. My stock in Keystone Management Systems will be sold.

5. Explain how you will comply with conflict of interest laws and regulations applicable to the position for which you have been nominated. Attach a statement from the appropriate agency official indicating what those laws and regulations are and how you will comply with them. For this purpose, you may utilize a statement by the relevant agency Ethics Officer.

See Attachment 2 and Attachment 3

Political affiliation and activities: List all memberships and offices held in, or financial contributions (in excess of $1,000), and services rendered to any political party or election committee during the last 10 years.

- I supported Richard Thornburgh in his second term bid for Governor by speaking on his behalf.

- I spoke in support of Congressman William Clinger in his 1986 campaign.

Published writings: List the titles, publishers and dates of any books, articles, or reports you have written. (Please list first any publications and/or speeches that involve environmental or related matters.)

Please refer to attached material.

Additional Matters:

1. If there is any additional information which you believe may be pertinent to the Members of the Committee in reaching their decisions, you may include that here.

None

2. Do you agree to appear before all Congressional Committees which seek your testimony?

Yes

3. Having completed this form, are there any additional questions which you believe the Committee should ask of future nominees?

No

AFFIDAVIT

Thomas D. Larson) ss. being duly sworn, hereby states that he/she has read and signed the foregoing Statement for Completion by Presidential Nominees including the Financial Statement and that the information provided therein is, to the best of his/her knowledge and belief, current, accurate, and complete.

Thomas D Larson

Subscribed and sworn before me this 6th day of June, 1989.

Sylvia Y. Kayla
Notary Public

Honors and Awards (cont.)

International Road Federation "Man of the Year," Taiwan, 1985
Elected to the National Academy of Engineering, 1985
Pennsylvania Chamber of Commerce "Government Leader of the Year," 1985
National Governors' Association, Distinguished Service to State Government Award, 1985
Highway Users Federation, co-recipient of the Stanley Gustafson Leadership Award, 1986

Memberships

National Academy of Engineering		1984 - 1987
Member, Civil Engineering Peer Committee		
Member, Committee on Technology and Environment		
Member, Committee on Science, Engineering, and Public Policy		
Member, Management Council		
Governor's Cabinet Committee on Economic and Rural Development		1979 - 1987
Pennsylvania Turnpike Commission		1979 - 1987
Task Force on Fiscal Review for the Pennsylvania Department of Transportation	Chairman	1975 - 1976
Principal's Advisory Committee, Park Forest High School	Chair	1970s
Advisory Council, University of Pennsylvania, Department of Civil Engineering		1986
Central Pennsylvania Synod, Lutheran Church in America	Chairman	1970s
Grace Lutheran Church Council		1989 - Present

Published Writings

1959

Major Reports

Larson, T.D. The Determination of Engineering Soil Boundaries on Folded and Tilted Sedimentary Rock by Air Photo Analysis. Report to the Pennsylvania Department of Highways, 1959.

1961

Publications

Larson, T.D. Discussion of Aggregates and Fly Ash Concrete for Barkley Lock." ASCE Proceedings, March 1961.

1962

Publications

Pasko, T.J. and T.D. Larson. "Some Statistical Analyses of the Strength and Durability of Fly Ash Concrete." ASTM Proceedings, 1962.

1963

Publications

Larson, T.D. "Construction and The Ivory Towers." Highway Builder, March 1963.

Larson, T.D. et al. "Preliminary Study of the Effects of Water-Reducing Retarders on the Strength, Air Void Characteristics and Durability of Concrete." Journal of the American Concrete Institute, December 1963.

Books

Larson, T.D. Portland Cement and Asphalt Concretes. New York, N.Y.: McGraw Hill, Inc., 1963.

Major Reports

Radomski, R.R. and T.D. Larson. Pilot Benefication Studies of Pennsylvania Fly Ash Relative to Its Use in Concrete and a Rapid Test for Pozzolonic Activity. Civil Engineering Department Materials Report to the PEA, 1963.

1964

Publications

Larson, T.D. "Air Entrainment and Durability Aspects of Fly Ash Concrete." ASTM Proceedings, 1964.

Larson, T.D. et al. "A Critical Review of Literature Treating Methods of Identifying Aggregates Subject to Destructive Volume Change When Frozen in Concrete and a Proposed Program of Research." Highway Research Board Special Report 80, 1964.

1965

Publications

Larson, T.D. et al. "Identification of Aggregates Exhibiting Frost Susceptibility." NCHRP Report 15, Highway Research Board, 1965.

Major Reports

Larson, T.D. and J.J. Malloy. Durability of Bridge Deck Concrete. Civil Engineering Department Materials Research Report to Pennsylvania Department of Highways, 1965.

1966

Publications

Larson, T.D., P.D. Cady, and J.J. Malloy. The Protected Paste Volume Concept Using New Air Void Measurement and Distribution Techniques." ASTM Journal of Materials, 1966. (Winner of the Sanford E. Thompson Award, 1968.

1968

Publications

Larson, T.D. "Closing the Gaps in Transportation Education." High Speed Ground Transportation Journal, Vol. 2, No. 1, January 1968.

Larson, T.D. and P.D. Cady. "A Systems Approach to Analysis of Hardened Concrete." Materials Research and Standards, July 1968.

Larson, T.D., W.H. Gotolski, and H.A. Weeden. "Transport Way Roughness." High Speed Ground Transportation Journal, Vol. 2, No. 3, September 1968, pp. 484-575.

Larson, T.D., R.D. Walker, and P.D. Cady. "New Tests for Aggregate Frost Susceptibility." AASHO Proceedings, 1968.

Larson, T.D., P.D. Cady, and J.T. Price. "Review of a Three-Year Bridge Deck Study in Pennsylvania." Highway Research Record No. 226, Highway Research Board, 1968.

1969

Publications

Larson, T.D. and P.D. Cady. "Identification of Frost-Susceptible Particles in Concrete Aggregates." NCHRP Report 66, Highway Research Board, 1969.

Major Reports

Larson, T.D. Issues in Road Haulage Weight Limitation: Current Status and Research Needs. Road Research Laboratory Report, Crowthorne, England, November 1969.

1970

Publications

Larson, T.D. Traffic as a Factor in Pavement Design. Report No. 107, Statens Vaginstitut, Stockholm, 1970.

Larson, T.D. Contributions to the Development of a Framework for Modifying the Swedish Flexible Pavement Design Method. Report No. 108, Statens Vaginstitut, Stockholm, 1970.

Larson, T.D. and P.D. Cady. "ASTM Method of Test for Critical Dilation of Concrete Subjected to Freezing." ASTM Standards, Part 10, 1970.

Larson, T.D. and P.D. Cady. "ASTM Tentative Recommended Practice for Testing Frost Resistance of Aggregates in Air-Entrained Concrete by Critical Dilation Procedures." ASTM Standards, Part 10, 1970.

Larson, T.D., R.D. Walker, and P.D. Cady. "Research Needs Relating to Performance of Aggregates in Highway Construction." NCHRP Report 100, Highway Research Board, 1970.

Major Reports

Lindow, E.S., W.E. Meyer, W.H. Gotolski, and T.D. Larson. The Pavement Durability Research Facility: Phase 1--Planning and Design. Report TTSC 7017, Pennsylvania Transportation and Traffic Safety Center, 1970.

1971

Major Reports

Lindow, E.S. and T.D. Larson. The Pavement Durability Research Facility: Phase II--Engineering and Construction. Report TTSC 7105, Pennsylvania Transportation and Traffic Safety Center, 1971.

1972

Publications

Larson, T.D. "Towards a More Effective State Role in Transportation." Proceedings, Transportation Research Forum, Vol. 13, No. 1, 1972, pp. 257-269.

1973

Publications

Larson, T.D. "Transportation Research in Pennsylvania--Activities, Issues." Final Report to the National Science Foundation and the Pennsylvania Governor's Science Advisory Committee, June 1973.

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